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Welfare

September 1st



WORTH FIGHTING FOR...
..WORTH GIVING FOR

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Community Chest Issue

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Worth Fighting For . . . Worth Giving For

AS THE Community Welfare Funds of Canada launch their annual appeals late this month for the funds to carry on the work of our peace-time social agencies in 1944, it is evident that people in all walks of life are living on the brink of expectancy. The year 1944 may well prove to be the dividing line between the war and the post-war worlds. The greatest and most crucial battles, though not the final ones, will probably be fought before the next year comes to a close. A year from now, if all goes well, we should have a much clearer perception of the form which events will probably take in the immediate post-war period, and the speed with which that post-war period will be upon us. This makes the coming year a crucial one, not only for events of world-shaking importance, but also for the future of the welfare services themselves.

If the war has meant anything to the average Canadian beyond vicarious participation in "toil and sweat and blood and tears", it has meant a re-examination of his sense of values. That this has been a factor in the evolution of our thinking during the past four years cannot be denied. For the first time many Canadians have found themselves impelled to do something about what they consider to be the essentials of democracy. They have been given some help in this by the statements emanating from the leaders of the United Nations. They have had set forth for them a picture of the essential freedoms. They have seen ranged opposite one another the forces of totalitarianism and the forces of democracy, and they have learned in a general way at least to prize more highly the leeway and the freedom which democracy gives, as against the rigid repression and regimentation of a totalitarian state. At the same time they have learned anew some of the responsibilities which the democratic state imposes upon its citizens. They have come to see that citizenship carries with it not only privileges, but also responsibilities,—responsibilities not only in the conduct of one's individual life, but equally responsibilities towards one's fellow citizens.

The question arises as to how, in the democratic state, the responsibilities of the citizen towards his fellowmen can best be discharged. Is it right that they should be discharged entirely in the tradition of the individualist who reserves the right to say entirely for himself how much he shall or shall not do to help his fellowmen? Or is it right that they should be discharged entirely after the pattern of the collectivist state, which leaves no scope for individual assumption of responsibility by the individual citizen, but assumes these responsibilities entirely through the collective action of state machinery?

The answer which is inherent in the very word democracy is that neither of these extremes provides the proper balance between the responsibility of the state and that of the

individual acting on his own initiative. The larger, all-embracing problems of social need must of course, and can only be dealt with adequately through the joint action of citizens crystallized in Government. It was Spinoza, in the seventeenth century who wrote: "Helping everyone in need is far beyond the means and convenience of any private person; therefore providing for the poor is a duty that falls upon the whole community and has regard only to the common interest".

This concept of the state's responsibility has grown steadily during recent years and is emerging rapidly at the present time, when the tremendous scope and size of these problems in the modern world are coming forcibly to the attention of all of us. And yet it is important that the sense of responsibility of the individual for personal help to his fellowmen should not be lost sight of, nor transferred entirely to the shoulders of the community itself; for if the individual does not retain his conviction as to the worthwhile nature of the social services which the state undertakes on behalf of its citizens, then the social services themselves lose much of their meaning and content.

Such a sense of conviction cannot be delegated by the individual. It must be developed within himself. It must be maintained and nurtured by his own personal actions and reactions to the needs of the citizens with whom he associates daily. This conviction cannot be developed entirely as an abstract thing. It must be sustained, at least in part, by the personal actions of the individual, by his personal helpfulness, based on decisions which he himself makes as a free person. This area of freedom is just as important to maintain as other areas of freedom which have received greater attention in recent years. No one would suggest, for example, that education should not be free, but freedom must mean freedom to teach the realities, not making education the mouthpiece of any narrow ideology. This means that education must retain, at least in its advanced stages, a measure of responsibility for providing its own financial resources. Otherwise it ceases to be free, and becomes merely a servant of the all-powerful state.

Likewise in the field of religion no one would suggest, surely, that the church should cease to rely upon the sense of responsibility which lies within the individual. A state-financed church is utterly out of keeping with our democratic concepts.

Again, in the field of labour organization, it is inconceivable that in our democratic society the state should extend its paternal influence to the point of monopolizing the role of labour's benefactor, leaving no room for the free, self-organized self-sustaining trade union.

The parallel between education, religion and labour organization, on the one hand, and social welfare on the other, is a valid one. There must be an area of social welfare activity in which the conscientious citizen has freedom to act and to give support from his own personal sense of conviction. However great or small this area is to be, in relation to the welfare responsibilities which the state assumes, is relatively unimportant. It is important, however, that some area must remain for this development of the individual's personal sense of duty to his fellowmen. This is where the private welfare agencies of Canada fit into our picture of the democratic state. They represent, through the works they carry on, and through the support which they muster, the extension of the individual's right to decide, within the limits prescribed, the welfare services which he believes in supporting from this sense of personal conviction.

As such these welfare services are an integral part of our democratic way of life. They perform an essential function in the education of our people for the responsibilities as well as the privileges of citizenship. They are part and parcel of the democracy for which we are fighting today. No one doubts that they are worth fighting for; can anyone doubt that they are worth giving for?

Community Chests and Councils

In a Post-War World

IF EVER a single year confirmed the validity of the principles along which the chest-council movement has grown, it is the year just passed. More than that, the direction of the year's events and accomplishments reflects a progressive alignment of chest and council services with the developing pattern of the post-war community and its needs.

Side by side with the extension of chest and council organization to every nook and corner of Canada and the United States and the new application of its principles to operations at state and national levels in the United States, have occurred no less revolutionary changes in the intensive development of the movement. The past year has brought the application of the principle of sound budgetting, based on needs, to national and international war relief and service organizations; and the extension to states and counties all over the United States of the chest campaign principle of determination and allotment of fair quotas, chest "gospel" for twenty-five years.

Ralph Blanchard's name is favourably known to every Chest and Council executive in the United States and Canada. He knows Chest work from city Chest experience to national administration at the hub, which is Community Chests and Councils, Inc., New York City. After fourteen years as Administrative Director, he became Executive Director of C.C. & C. in 1942. If anyone knows what the future of Chests may be, Mr. Blanchard is the man.

RALPH H. BLANCHARD,
*Executive Director,
Community Chests and Councils, Inc.
New York*

Probably the most basic of all chest principles is that of one community-wide appeal each year for all established and approved private agencies. The National War Fund marks the extension of this principle to every county in the United States and indeed to the nation as a whole.

During the past year, also, hundreds of new local social and health agencies, hitherto outside chest folds, have been added to chest rosters. Significantly this list has included in many places sectarian federations eager to demonstrate community-wide unity and solidarity in the war effort.

Ever since the beginning of the chest movement, labour has participated importantly in the campaign effort. For twenty years individual chests have sought ways by which this important contribution could be recognized in terms of board and committee participation. Some of the attempts have had notable success, but 1942 brought the development of a plan for organized labour to participate fully in chest and council affairs. Spurred by labour's desire to support war appeals and recognizing the inevitable relation between "war front" and "home front" ap-

peals, representatives of Community Chests and Councils, Inc., and the war relief committee of A.F. of L. and C.I.O. quickly developed a plan whereby local communities in the United States could secure the unifying effects of full labour participation in local campaign efforts. The current year finds the plan in successful operation in hundreds of cities with much promise for even better results in the future, not only in campaigns but also in the social planning side of the work.

Equally significant, and just as spectacular in their way, have been developments in the council field. Thousands of local defense and war councils, have demonstrated the council principle in a very dramatic way. The millions of volunteer defense workers, recruited, trained and placed by thousands of volunteer offices, have demonstrated the concern of citizens everywhere for the success of the war. Local council of social agencies leaders, trained in peacetime to leadership, have performed yeoman service in these wartime adaptations of the thirty year old council movement.

State war chests in the United States represent a 1942-43 development of great importance. Thirty-six of the forty-eight states in the union now have autonomous state war chests. It would be short sighted indeed to consider these organizations only in relation to the financing of war appeals. There are future implications for social planning on a state-wide level

along with the financing problems of the post-war period.

It seems clear even now that some of these new patterns will persist in the post-war period. Tremendous stimulation of local chests and councils, widespread education and publicity in behalf of common war aims, area war chests to some extent at least intent on planning as well as financing, all in an atmosphere of greater inclusiveness and universal participation—these inevitably point to new patterns ahead.

We do not need at this time to speculate on the detailed aspects of that future plan. The broad road is before us and key signposts have been set up for our guidance.

In the blinding light of spectacular war needs we will not lose sight of the basic framework of social and health services on which our whole structure rests. We will not forget that these services were the basis for all our efforts for a quarter of a century and will command our undivided attention again. Even now they are basic to all our efforts, for they epitomize the way of life for which we are fighting and form the point of departure for our war concern for the welfare of our armed forces and our allies.

One of the most important factors in determining the place of community chests and councils in the post-war world will be the degree to which we keep our perspective on the vital and continuing importance of these all-time services.

The Chests and The National Agencies

COMMUNITY welfare funds are traditionally considered to be local in their range of interest. The essence of the Chest is that it shall be developed from within the local community itself for the support of local community welfare services representative of the citizen interests in the particular locality which they serve. As such, Chests are traditionally organized on what may be termed the community level, although in many cases they cover an entire metropolitan area, including a number of municipalities.

This concept of the Chest as purely a local organization has obscured the fact that particularly in recent years, its importance has extended beyond the immediate confines of local interest. The war in particular has brought about a number of developments, both in Canada and in the United States, which indicate the desirability of revising our traditional concepts in this regard. In Canada, for example, the war made necessary the amalgamation of the various local community welfare funds into a body which had some national head, in order that the Chests of Canada might be adequately represented when matters of national importance affecting their ability to raise funds and maintain community services were being decided.

The selection of the Canadian Welfare Council as the national

centre of Chest activity in 1939 was one of the first indications of the fact that community chest problems were a matter of more than purely local concern. In the United States, too, similar developments have been taking place in the last few years, culminating in the recent organization of a National War Fund, with subsidiary state war funds embracing the programs of Community Chests in individual localities, and assuming the additional responsibility of a wide variety of war relief activities. This development is quite different from the one which has taken place in Canada, but it has again done much to shake the idea that Community Chest organizations are of purely local significance. The organization of the National War Fund and its subordinate state units has meant, in effect, that the Community Chest type of mechanism has been raised to the state, and even to the national level.

Along with these developments which have taken a slightly different form in Canada than in the United States, has gone a further trend of national importance common to both countries. Perhaps the most important change in the Community Chest picture in recent years has been the inclusion of more and more of the so-called national agencies in local Chests for the purpose of financing the local and, to some extent, the na-

tional budgets of these organizations. These national agencies are known far and wide throughout Canada—The Canadian National Institute for the Blind, the Salvation Army, the Victorian Order of Nurses, the Y.M.C.A., the Y.W.C.A., the Boy Scouts Association, the Girl Guides, the welfare services of the I.O.D.E., the Navy League and Red Cross. All of these bodies, with national headquarters at some strategic point, have spread their branches far and wide throughout Canada, and have established national reputations for service wherever they are known, in contrast to the more local reputations of agencies such as the local Children's Aid Society, the local family welfare bureau, or the local Community Chest itself.

In thinking of the Community Chest as a purely local organization with purely local interests, many people tend to overlook the fact that these national bodies rendering outstanding service in the field of human welfare are largely dependent upon the success of the local community appeals for the maintenance of their nationally known services. This applies, of course, mainly to the local operations of these national agencies, because in cities where Community Chests exist, the local budget for the national organization is usually included entirely within the Chest objective. In addition to this, a sum of money, varying widely as between various communities, and varying also as between the national organizations

themselves, is oftentimes included for the support of the national program. Local agencies such as the Salvation Army, the Y.M.C.A. and the Y.W.C.A., for example, finance their national program, at least in part, from assessments on their individual local branches, and where these organizations are locally members of the Chest, the Chest usually raises the assessment for the national office, as well as the local budget. In the case of other national agencies, notably the Victorian Order of Nurses, Boy Scouts and the Canadian National Institute for the Blind, no assessment for national purposes is expected from the local unit. Figures are not available which would indicate the extent to which Chests supply the funds necessary for the operation of these national agencies, but it is clear that the contribution made by Chests to these nationally known programs has grown greatly in recent years.

A recent compilation by the Canadian Welfare Council shows, for example, that in seventeen cities holding joint fall campaigns, the Y.W.C.A. is included for its local needs in all but one; the Canadian National Institute for the Blind is likewise included in sixteen of the seventeen, the single exception being the city of Toronto where the local work of the Institute is still supported by a separate campaign. Sixteen of the Chest cities above mentioned provide for the local needs of the Y.M.C.A. No less than fifteen of them include the Salvation Army. Fourteen provide for the local

needs of the Victorian Order of Nurses. These are outstanding examples of national organizations to which the Community Chests almost universally in Canada give support, but there are numerous examples of the inclusion of other worthwhile national agencies, such as the Boy Scouts in eight cities, the social welfare work of the I.O.D.E. in five cities, the Girl Guides in three cities, and so on.

A study of the Chest membership in those cities holding spring campaigns will doubtless give a similar picture with respect to nationally known organizations.

Much of this development has taken place under the pressure of wartime need to amalgamate appeals for civilian welfare services. The Salvation Army and the Y.M.C.A., for example, in pre-war years, preferred in many communities not to merge their identity with over-all community appeals, but rather to make their own separate approach on the basis of their distinctive program. This was particularly true of the Salvation Army, but in both instances there has been ample evidence since the war began of a changed point of view, and now both the Salvation Army and the Y.M.C.A. are prominently identified, as shown by the figures already quoted, with joint appeals in almost all cities where a Chest exists.

In some instances, notably with the Salvation Army, this trend towards amalgamation has fallen short of outright absorption in the Chest membership itself. Such a step involves acceptance of the

principle inherent in the Chest movement, that agency budgets should be submitted to and approved by a budget committee of the Chest. The Salvation Army has been reluctant to relinquish its own sovereign right to decide the amount that it shall ask from the public, and the compromise that has been worked out in most cases is that of a joint Salvation Army-Community Chest appeal instead of the enrolment of the Army as a member of the Chest itself. The Y.W.C.A. and the Victorian Order of Nurses represent the opposite extreme, in that they have wholeheartedly accepted the full implications of Chest membership, and have identified themselves completely with the local community approach to the co-operative raising of money, as well as to the co-operative solution of community welfare problems.

A hasty glance at the developments which have taken place since 1939 in the trend towards co-operative financing of community welfare services will show the outstanding part that has been played by these national agencies in the development and encouragement of joint community appeals. It is anticipated that this development will progress even further during the war years, and that it will continue in a consolidated form into the post-war period. The initiative is being shown by the national agencies themselves in many of the smaller communities of Canada, where no Chest or joint campaign has previously existed. In these centres three or four of the

national organizations have, in many instances, pooled their efforts in a joint campaign, and the result of this will probably be, as time goes by, the gradual growth of a number of smaller Chests to add to the growing family of community welfare funds across Canada. In this way the national agencies are contributing materially to the growing strength of the Chest movement, and the Chest movement will in turn be able to contribute even more greatly in

the future than in the past to the sound basis of financial support which it typically offers to the agencies coming within its membership. The national agencies will be able to lend increasingly the support of their national prestige and reputation to the raising of funds through the medium of Chest machinery. The Chest will emerge progressively as the rock upon which the finances of the national welfare organizations of Canada are being anchored.

G.F.D.

ARE WE READY FOR RECONSTRUCTION?

THE dramatic and favourable turn of events during recent weeks has led to much speculation regarding the possibility of an earlier termination of the war than any of us would have dared to venture a brief six months ago.

It has also served to remind us that at this date we are far from being prepared to cope with the task involved in readjusting our economy from a war to a peacetime basis.

The fact of the matter is that the Canadian people are in no better position to face the end of the present war than they were to grapple with the thorny problems thrown up by the peace of 1918. This, despite the fact that the issues now looming before us are of much greater magnitude than were the comparatively simple problems we failed to prepare for a quarter of a century ago.

The dislocations which the slowing down in defence production will bring about are of large proportions. Hundreds of thousands of gainfully employed workers will then be facing the prospect of unemployment, and an equally large number of men and women now in the armed forces will be looking for jobs. The political and economic stability of the transition period will depend, in great part, on the foresight and advance planning we bring to bear on this problem during the indeterminate period now before us.

Time marches on! And who knows how little time we have left? The guns may soon cease; and before we know it the greatest domestic crisis in all our history may be on our doorstep. If we are unprepared, if there is shilly-shallying and piecemeal thinking about the problem, we may well discover in the not too distant future that the tragedy and terror of global war was but a prelude to an era of domestic grief and bitterness that will rock this Canada of ours from stem to stern.

This is not a counsel of despair. Rather it is a challenge to honest thinking and courageous action. The future holds high promise for the Canadian people—provided we are ready for the eventualities fast approaching. . . .

—*The Listening Post*, Canadian Federation of
Mayors and Municipalities, August 14, 1943.

Fall Campaigns of Canadian Community Chests

MERGERS of Chests with non-member agencies; increased objectives; and a more concentrated campaign period characterize the Community Welfare appeals this fall. So far as joint campaigning is concerned, Toronto's United Welfare Fund is of course the big story and is dealt with separately in this issue. Hamilton, Vancouver, and Victoria, however, have the longest consistent history of putting on united home front appeals. Other "combined operations" this fall—all repeats—are Halifax (with its new name Halifax Community Fund), Montreal's Combined Jewish Appeal and Saint John. Montreal's Financial Federation reports a change of name to Welfare Federation of Montreal, and a greatly increased objective from \$752,000 to \$874,000. Ottawa is combining with the Salvation Army for the first time. Winnipeg has added two new agencies to its list, Hamilton has added the Association of Occupational Therapy, while the remaining Chests report no essential changes from 1942.

Objectives, though scrutinized carefully by Budget Committees and under firm control, are up, and if the goals set are reached, more money will have been raised in 1943 than in any previous year in Canadian Chest history. A glance at the next page shows Toronto's United Welfare Fund leading off with a goal of \$1½ millions.

Actually, however, Montreal with its three separate Chests has a combined objective of \$1,680,450; Vancouver and Winnipeg follow along in third and fourth place.

Co-operation by the Chests with the National War Finance Committee in order to clear October for the Fifth Victory Loan, narrowed the available campaign period to the month of September, with concentration on the three weeks from the 13th to October 2nd, which takes in the end-of-the-month payday.

As in previous war years, the prestige of Government House has been given the campaigns by the Governor General, who in his official statement appeals "to all Canadians to support by all means in their power the civilian welfare services".

Then from The Citadel in Quebec City, in the midst of the Churchill-King-Roosevelt Conference, it is significant that Prime Minister King took time out to dictate his message. He said, in part, "It is essential that human welfare and social security become the common concern of men and nations."

A smashing victory on the home front in Chest campaigns throughout Canada this fall would make a fitting prelude to the smashing victories on more dramatic fronts to which we look forward in the coming year.

FALL CAMPAIGNS OF CANADIAN COMMUNITY CHESTS

	<i>Number of Agencies</i>	<i>Objective</i>	<i>Date</i>
Edmonton Community Chest.....	27	\$ 98,000	September 13
Halifax Community Fund.....	21	\$ 127,000	September 27
Chest—17 agencies+Y.M.C.A. Salvation Army, Boy Scouts, C.N.I.B.			
Hamilton United Home Front.....	27	\$ 172,000	September 27
Chest—21 agencies+Boy Scouts, Navy League, Salvation Army, Y.M.C.A., Y.W.C.A.			
Kingston Community Chest.....	8	\$ 32,000	September 20
Lachine Federated Charities.....	4	\$ 5,000	September 25
Lethbridge Community Chest.....	13	Not reported.	September 20
London Community Chest.....	13	\$ 95,000	September 20
Montreal—Welfare Federation of Montreal....	31	\$ 874,000	September 22
Montreal—Combined Jewish Appeal.....	17	\$ 583,000	September 20
Federation of Jewish Philanthropies, Jewish General Hospital, Jewish Refugee and War Relief, Jewish War Efforts Com- mittee, Canadian Jewish Congress, United Jewish Camp Appeal.			
Montreal—Federation of Catholic Charities....	22	\$ 223,450	October 1
Niagara Falls—Greater Niagara Community Chest.....	7	\$ 25,000	September 20
Ottawa United Welfare Campaign.....	23	\$ 204,000	September 20
Ottawa Community Chests and Salvation Army.			
Regina Community Chest.....	15	\$ 36,000	September 20
Saint John United Services Campaign.....	6	\$ 61,000	September 20
Saskatoon Community Chest.....	14	\$ 33,000	September 18
Toronto—United Welfare Fund.....	76	\$1,553,226	September 20
18 money-raising campaigns in one.			
Vancouver—Combined Welfare Appeal.....	55	\$ 501,736	September 12
Vancouver Welfare Federation—43 agencies+ Federation of Catholic Charities— 11 agencies and Salvation Army.			
Victoria—Community Chest and Salvation Army Joint Appeal.....	21	\$ 85,000	September 27
Winnipeg—Community Chest of Greater Winnipeg.....	25	\$ 325,000	September 12
	425	\$ 5,033,412	

The needs of approximately 100 additional agencies were provided for in Spring campaigns in Brandon, Calgary, Galt, Guelph, Oshawa, Peterborough, Kitchener-Waterloo, and in Montreal by the Federation of French Catholic Charities. The total raised by these Spring campaigns was approximately \$1,200,000.

“Combined Operations” In Toronto

EMBRACING seventy-six of Toronto's social welfare and health organizations, The United Welfare Fund, which unites eighteen separate campaigns, will this month ask Toronto to contribute \$1,553,226. Campaign dates are September 20-October 1.

The “big five” in Toronto's united fund are the three Federations—Jewish, Roman Catholic and Protestant, the Y.M.C.A., and the Salvation Army. The other thirteen organizations which previously raised their budgets separately by direct canvass or by mail are:

- Health League of Canada
- Mental Hygiene Clinical Services
- National Committee for Mental Hygiene
- Society for Crippled Civilians
- Toronto Association of Occupational Therapy
- I.O.D.E. (Rose Day)
- Poppy Fund
- West End Creche
- Welfare Council of Toronto and District
- Women's Voluntary Services
- Canadian Welfare Council
- Y.M.C.A. (National office)
- Y.W.C.A. (National office)

The eyes of all Canada will turn toward Toronto this month to see how successful is the united drive for funds. If the goal is reached, social welfare organizations will naturally want to repeat the ex-

FRANK CHAMBERLAIN,
*Director of Publicity,
United Welfare Fund of Toronto*

periment. Indeed, they may even turn their attention to the possibility of a Community Chest.

Toronto believes in “Federations”. The Protestant, Jewish and Roman Catholic agencies have had Federations of their own for many years. There are thirty-one agencies in the Protestant Federation, and approximately half that number in each of the Jewish and Roman Catholic Federations. The other organizations in the United Welfare Fund have solicited their contributions independently for many years.

How did the “combined operations” plan come about? For more than two years, Mr. Luther F. Winchell, president of the Toronto Board of Trade, sponsored a committee of representatives of various welfare organizations which discussed and analysed the advisability of a Community Chest in Toronto. They finally compromised on a united money-raising campaign. The Canadian National Institute for the Blind remained out of the Fund because they had already made plans for their own 1943 spring campaign. The Boy Scouts, Girl Guides, Navy League and some others also remained outside the newly created organization, the latter because most of its work is now war work.

The \$1½ million objective of the United Welfare Fund drive is approximately the total of the monies raised by the eighteen separate campaigns last year. There is a small reserve "cushion" for losses involved in changes of addresses, deaths and the dropping of several tag days. A budget committee will settle the distribution of the funds, and each organization in the Fund has signed papers of agreement.

General Chairman of the United Welfare Fund is the young, able and energetic president and general manager of Massey Harris Co. Ltd., James S. Duncan, who gave the Federation for Community Service such dynamic leadership. Campaign Chairman is Hugh Lawson, president of York Knitting Mills, who was active in the Health League of Canada for many years. Charles S. Watson, who for eight years has been chairman of the Publicity Committee of the Federation for Community Service, heads the Committee on Public Relations. The executive secretaries of the "big five" organizations in the United Fund form an Administration Committee. The Director of Publicity is the writer.

Representatives of all the eighteen agencies are members of one committee or another. There is a general sponsoring committee of 135 leading citizens; a Committee of Direction; a Campaign Committee, which is divided into four divisions (Special Names, Men's, Women's and Employees).

The main theme of the cam-

paign centres around a painting of a boy and girl, with the slogan "Worth Fighting For — Worth Giving For". This is the national theme adopted by the Publicity Committee of the Canadian Welfare Council's Community Chest Division. Toronto is using this theme as well as "United We Fight—United We Give".

Three pieces of literature have been prepared for Toronto's drive. The first piece was a bright coloured booklet designed for the volunteer and professional workers in the 76 organizations. It sold the idea of a United Campaign, listed the agencies, and described the campaign organization. The second booklet is the Campaign Folder, 80,000 copies of which will be used for public distribution. The third piece is a Canvasser's handbook containing information in which only a canvasser would be interested.

Other publicity material include: billboards, window cards, stickers, radio programs, window displays, public meetings, observance by churches of a United Welfare Day, and a special United Welfare Day at all service clubs.

Investigation of American experience in cities raising about \$1½ million revealed that at least 7,000 canvassers were needed. It would not be possible to muster that number in Toronto at the present time, as the war has cut deeply into volunteer ranks. It is hoped, however, that at least 5,000 canvassers will help bring in the money.

Shortage of gas and thinning of tires worried the campaign organizers until Publicity Chairman Watson suggested that ten district organizations might be better than trying to get canvassers to meet downtown, and instructions would be given by radio, eliminating the necessity of too many meetings. Captains of teams were called together for one big dinner downtown.

The making of a moving picture to sell the story of human need

and the manner in which welfare organizations are meeting that need will be one of the features of the Toronto campaign. It, and the National Film Board movie, will be valuable assets in the publicity program.

Close co-operation with the Canadian Welfare Council has been another feature of this year's drive in Toronto. Toronto used the national billboard, and the national window cards, for the first time.

Growth of Joint Campaigning Since the War

WE HEAR a lot about discord and disunity in Canada these days,—a fact that sometimes tends to make us overlook the equally significant evidences of a spirit of co-operation engendered in our Canadian communities during the years of war. There has been, for example, a notable growth of this spirit of "togetherness" in the fund-raising field in Canada since 1939. The last war brought Chests and Federations really into being, both in Canada and in the United States. The present war has witnessed an extension and consolidation of this Federation principle.

In cities already well organized, Federations have combined with other Federations, the city of Toronto being the most notable and most recent example of this. In Vancouver too there has been

a wartime welding of the Welfare Federation and the Federation of Catholic Charities.

In other cities where only one Chest exists, wartime "alliances" have been engineered with non-Chest agencies, many of these latter being local branches of the major national organizations. For example the Salvation Army has entered into joint campaigns for the war period with Chests in five cities, the Boy Scouts, the Y.M.C.A. and the Navy League in two cities, the Canadian National Institute for the Blind and the Y.W.C.A. in one city. But these wartime unions have not been limited solely to branches of national agencies, as many purely local organizations have abandoned their separate appeals in favour of joint effort with others.

In still other communities again

the membership of the Chest itself has been enlarged to include hitherto separate organizations as full-fledged participating members in the Chest itself. London, in 1942, added both the Salvation Army and the Y.M.C.A. on this basis. Winnipeg, in 1943, has opened its doors of membership to the Children's Aid Society of Eastern Manitoba which covers part of the Winnipeg metropolitan area included in the Chest. And Hamilton recently added to its membership the Hamilton Association of Occupational Therapy.

These patterns of greater inclusiveness have, of course, varied from city to city. In most instances it has been a case of the Chest merely adding one or two extra organizations either to full Chest membership, or to equal status as a campaign partner in a joint appeal. In other cities, however, notably Halifax and Hamilton where the pre-war Chest membership excluded a considerable number of organizations, there has been a wholesale amalgamation, with Halifax adding no less than four non-Chest agencies, and Hamilton five. The tendency will undoubtedly be in all of these communities to consolidate the position which has been brought about on the basis of a joint wartime campaign into an all-inclusive Chest in the post-war years.

Most significant of all, however, has been the development of Chests and joint campaigns in communities which had not, prior to the war, adopted this principle

even in its most elementary form. Edmonton, Calgary, London and other cities, have now such well-established organizations that it is easy to forget that all of these have come into existence since the outbreak of war. Kingston's Chest, also a wartime baby, is even more recent, but even it is not the latest addition to the growing Chest family.

The newest Chest at Niagara Falls, which includes in its territory Stamford and Chippawa and serves a population of approximately 32,000, is a combination of the Children's Aid Society and national agencies—Canadian National Institute for the Blind, Salvation Army, Boy Scouts, Y.M.C.A. and Y.W.C.A.

Real progress in joint campaigning has been made in Saint John, New Brunswick, where five agencies put on their first appeal last year—and went over the top. They were the local Family Welfare Association and four national agencies—The Salvation Army, Canadian National Institute for the Blind, Y.M.C.A., and Y.W.C.A. This fall the five are being joined by the newly formed Federation of Catholic Charities.

The three important agencies in this city which are outside the Saint John United Services Campaign are the city-financed Children's Aid Society, the Victorian Order of Nurses, and the heavily endowed New Brunswick Protestant Orphans' Home, which raises its funds throughout the entire province.

There has been an out-cropping of joint appeals in non-Chest cities also. Those reported to the Canadian Welfare Council last fall, in addition to Saint John's campaign, were Belleville, Brampton, St. Thomas, Timmins, Midland, Orillia, Quebec City, Moncton, Fredericton, and Charlottetown. Nearly all of these were combinations of the large national agencies appealing for their local needs. Unfortunately half of these campaigns failed to reach their objectives, probably because of inadequate preparation and organization. This is one of the weaknesses of the "joint appeal" which by its very nature is merely a temporary amalgamation of forces, as contrasted with the more solid, stable,

and permanent mechanism of the full-fledged community chest.

This fall the non-Chest campaigns so far reported include Belleville, St. Thomas, Quebec City and Moncton. In the first two, the Children's Aid Societies have joined with the Y.M.C.A., Y.W.C.A., Victorian Order of Nurses, and Salvation Army.

In Ontario, Norfolk County Children's Aid Society is joining with the Salvation Army in an appeal which will cover a population as big as a good sized city.

There is a long way to go before Canadian fund-raising for social work is as united as it ought to be, but these are a few of the visible expressions of a growing good-will and understanding which leads ultimately to united action.

The Role of Private Agencies in Post-War Social Security

SIR RONALD DAVISON ranks with Sir William Beveridge as one of Britain's outstanding experts in the field of social insurance planning. His pamphlet *Insurance for All and Everything—A Plain Account of the Beveridge Plan*, from which this extract is taken, is recommended reading for anyone who wishes to have a clear, detached and objective appraisal of the Beveridge Report.

"One of the important lessons we have learned, both before and during the war, is that effective social service cannot always be rendered by mechanical payments

of money or the routine action of officials. The restoration of persons and families to health or independence often calls for that kind of patient case work and human understanding which has been the characteristic of voluntary social organizations. We need to clothe the dry bones of the statutory services with the same flesh and blood if we are to get the best out of them, if, indeed, we are to avoid frequent waste and failure of the social security system. In recent years, both central and local public authorities have slowly come to recognize the value of

trained social workers, both professional and voluntary. In dealing with the aged or the unemployed or the problem individual, the voluntary organizations are the complement of the official machine. Witness the Voluntary Occupation Centres during the slump years, the visiting of the aged in homes and institutions, the care of evacuees and the great work of the Citizens' Advice Bureaux. The wider the spread of the State Social Services, the more important it becomes to define the attitude of the official bodies to social work and to social workers. The Beveridge Report is silent on the subject, though it implies that the personnel of local Security offices should include some trained social workers. This will be a vital necessity and the same will apply to the Health Centres if they are set up.

Much, however, of this personal kind of work could still be better done by outside organizations. Not only do they command the services of experienced volunteers as well as paid workers, but they may stand in a better relationship to their "clients" precisely because they are outside the official machine. The Citizens' Advice Bureaux are a case in point. They are the citizens' friend. Started in 1940-1 by the Charity Organization Society and sponsored by the National Council of Social Service, they have now become indispensable as guides and helpers on every conceivable question. The W.V.S. runs many of them, but

voluntary funds could not possibly have maintained them and they now receive a substantial public grant. They are mentioned in the Plan, but only as a side line of the local Security office. Assuredly they will still be required in future. Citizens will more than ever need a guide as to their rights and duties under the Plan, but they also want help on unofficial activities in the community, including cultural and legal questions. The Bureaux would forfeit some of the public confidence if they became an appendage of the Security offices. It would cramp their style and their usefulness, particularly in handling those clients who think they have been harshly used by officials of the Security office or the Employment Exchange.

Ways could easily be found by which the voluntary bodies engaged in personal service, including youth organizations, could be subsidized from central or local funds without losing their essential freedom. Many could be treated as adjuncts of the Security system with something like semi-official status on the particular problems referred to them. They are indispensable for front-line rehabilitation work in slum districts. They would also be the best training ground for young social workers who seek to perform their service as professionals inside the statutory schemes. That would be another ground of subsidy. Such bodies are not costly, but they will be hard put to live by voluntary donations after this war."

Developpement des Fédérations des Oeuvres de Charité au Canada

Au moment où les nôtres versent
leur sang pour la libération de
l'humanité opprimée, - pouvons
nous permettre l'émiettement de
nos forces sociales?

DE toutes les formes de service social moderne, l'organisme communément appelé "*fédération des oeuvres de charité*" ou *caisse de bienfaisance*", est peut-être celle qui séduit le plus le profane en matière de service social. L'homme d'affaires y voit une économie de temps précieux: il se dit souvent dérangé par des solliciteurs qui tour à tour frappent à sa porte; le petit employé et le gros industriel y trouvent un moyen de mieux ordonner les sommes qu'ils destinent aux oeuvres de charité; le public averti, en général, considère que c'est là une méthode de prélèvement de fonds rendue nécessaire par l'évolution des temps.

Notre génération moderne, semble-t-il, plus que les précédentes, est avide de précision, d'exactitude, "d'efficience" et de compétence. Elle désire, dans la mesure du possible, voir ses oeuvres de bienfaisance organisées d'après des méthodes scientifiques, plutôt que de les voir fonctionner au petit bonheur et sans plan défini. On s'explique alors l'enthousiasme et le zèle que témoignent certaines de nos jeunes chambres de commerce dans l'organisation d'une fédération dans leur région. Elles reconnaissent là non seulement un moyen économique et efficace de

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prélever des fonds, mais aussi et surtout une méthode qui assure une distribution équitable de ces mêmes fonds et qui permet de mieux envisager et d'englober tous les besoins sociaux de l'endroit.

Les anciens regrettent un peu l'ancienne forme de donner qui mettait l'âme charitable directement en contact avec le pauvre, et dès lors lui faisait toucher du doigt certains problèmes sociaux et lui donnait aussi une certaine satisfaction personnelle. L'union de plusieurs oeuvres dans le but d'organiser un seul appel au public fait disparaître le don direct à l'assisté, mais par contre, elle rend plus respectueux de la dignité et de l'intimité du pauvre et à celui qui veut à tout prix se dévouer, les occasions, aujourd'hui comme autrefois, ne manquent pas.

On objectera peut-être que bien des gens donnent plus ou moins machinalement, mais ce sont probablement ceux-là même qui, quoi que l'on fasse, resteraient indifférents, et ne rechercheraient pas d'eux-mêmes l'occasion d'être utiles à leurs frères déshérités. Mieux vaut donc les mettre au moins à même de rendre ce service indirectement: c'est leur rendre service à eux-mêmes et à la société.

Par ailleurs, ceux qui donnent avec un véritable esprit social pratiquent la charité sous l'une de ses plus hautes formes.

Historique

En 1973, l'on pourra célébrer le centenaire des *fédérations de charité* puisqu'elles virent le jour à Liverpool en 1873 alors qu'à la suite d'une enquête faite sur les donations reçues par trente-huit oeuvres de charité, un certain nombre de ces dernières s'unirent pour ne faire qu'un seul appel à la population. A ce moment, on tenait compte déjà du droit strict du donateur de désigner les oeuvres auxquelles il destine la somme dont il se départit. Le premier effort en sol américain semble être celui de Denver, Colorado, en 1887. Jusqu'à la grande guerre on retrouve ici et là des efforts plus ou moins fructueux d'où étaient absentes la plupart du temps certaines pratiques en usage aujourd'hui, e.g.: le système de budget, la méthode de campagne, l'emploi de personnel compétent, etc.

La grande guerre devait amener au Canada et aux Etats-Unis la création d'un grand nombre de "war chests" dont les méthodes s'inspirèrent en grande partie de celles employées par les premières fédérations. A la "Welfare Federation of Cleveland" revient sans doute le mérite d'avoir fait d'une fédération d'oeuvres de charité un organisme auquel participent et les donateurs et les oeuvres bénéficiaires, ceux-ci et celles-là étant représentés sur les divers comités de la fédération. De cette façon,

les intérêts des uns et des autres sont sauvegardés.

La première fédération établie au Canada fut la Federation of Jewish Philanthropies de Montréal en 1916, qui fut suivie de près (1918) par la Federation for Community Service, Toronto, et de l'United Jewish Welfare Fund, Toronto. Le premier effort des oeuvres catholiques pour se grouper en fédération devait aussi se faire à Toronto en 1926. En 1930, les oeuvres catholiques de langue anglaise de Montréal suivirent le même exemple. Le Canada compte maintenant trente-trois fédérations d'oeuvres. De plus, en 1942, il se fit des "appels conjoints" dans douze centres canadiens. De nos centres de 36,000 âmes et plus, seules les cités de Québec, P.Q. et Windsor, Ont. ne possèdent pas encore de fédération d'oeuvres. Les appels conjoints sont un genre d'organisation beaucoup plus élastique que celui d'une fédération, en ce sens qu'il suppose un degré de coordination et de cohésion entre les oeuvres beaucoup moindre que dans l'organisation d'une fédération. Dans ces appels, on ignore totalement le "système budgétaire" et une fois la campagne terminée, le lien qui unissait les oeuvres se trouve rompu. Dans une fédération, le budget de chaque oeuvre est étudié scrupuleusement en fonction de ses besoins et de la qualité de ses services. Ce travail se continue l'année durant, ce qui permet d'analyser les besoins de la "communauté" continuellement en regard des services des oeuvres et

de parer aux situations d'urgence qui peuvent surgir au cours de l'année.

Les fédérations canadiennes-françaises

Le canadien-français, individualiste et traditionaliste par tempérament, ne devait se lancer dans l'aventure d'une fédération des oeuvres qu'en 1933 alors que fut créée la Fédération des Oeuvres de Charité Canadiennes-Françaises de Montréal. Depuis cette époque, cet organisme connaît un succès toujours grandissant. En 1933, la F.O.C.C.F. recueillait \$183,000, et en 1943, soit dix ans après sa fondation, \$560,000. Le nombre de personnes qui se trouvent assistées maintenant par les oeuvres-membres de la F.O.C.C.F. est de six ou sept fois ce qu'il était en 1933. La F.O.C.C.F. fait sa campagne de souscriptions au printemps et ces dernières années sa tâche a été d'autant plus ardue qu'à l'époque ordinaire où elle faisait son appel, elle doit tenir compte de l'appel de la Croix-Rouge ou encore des Emprunts de la Victoire qui se font à peu près vers le même temps.

Si la F.O.C.C.F. devait donner l'élan dans le domaine de l'union des oeuvres pour prélever un fonds commun, elle devait être aussi l'un des premiers développements canadien-français dans le domaine du service social moderne organisé et de ce fait, on peut la considérer comme l'une de nos oeuvres maitresses.

En 1939, trois autres centres à population en grande partie canadienne-française, soit Sherbrooke,

Lachine et Joliette, voyaient aussi leurs oeuvres s'unir pour organiser une seule campagne annuelle de souscriptions. Chacune de ces fédérations groupent cinq ou six oeuvres et elles sont organisées sur une base entièrement bénévole. Pour chacun de ces centres, il en résulte non seulement les avantages ordinaires que procure une fédération, mais une plus grande conscience des besoins sociaux de l'endroit. Notons par exemple, le magnifique développement de l'oeuvre des terrains de jeux à Joliette.

Le canadien-français participe aussi à l'oeuvre des fédérations des oeuvres de charité ou caisses de bienfaisance dans nombre d'autres centres: dans le nord et l'est d'Ontario ainsi que dans les provinces de l'ouest. Ottawa, entre autres, présente un genre d'organisation qui lui est particulier. Il s'agit de deux caisses de bienfaisance dont l'une est formée des groupes protestants et l'autre des catholiques de langue française et de langue anglaise. Chaque caisse a son conseil d'administration et son comité de budget propres. Un comité exécutif conjoint décide de l'objectif de la campagne après avoir étudié les rapports des deux comités de budget. Les deux caisses ont à leur service le même personnel rétribué et font une seule campagne de souscriptions. Ce plan d'organisation est maintenant en vigueur depuis dix ans et on estime qu'il a fait suffisamment ses preuves pour le continuer, car dans une ville comme la Capitale fédé-

rale, où les intérêts religieux et raciaux sont si divers, et la population de proportion plutôt moyenne, on pourrait difficilement organiser quatre fédérations tout comme dans la Métropole.

Il reste que des fédérations s'organiseront sans doute dans certains centres urbains de la province de Québec (Québec et Hull, bientôt peut-être) au fur et à mesure que l'idée fera son chemin et que se formeront aux écoles de service social, un plus grand nombre de travailleurs sociaux. Nous ne devons pas souhaiter cependant que ces nouvelles fondations se fassent trop vite. Il faut projeter sagement et sûrement l'organisation d'une fédération. Le bon Lafontaine ajouterait sans doute: "Rien ne sert de courir, il faut partir à point."

Les campagnes de l'automne 1943

Cet automne encore, bon nombre des fédérations prendront l'offensive sur le front de la charité. Elles ont choisi pour "slogan" un motif qui s'inspire des temps belliqueux que nous traversons: "Worth fighting for, worth giving for". (Digne de votre sang, digne de vos dons). Cette traduction française un peu boiteuse donne presque un son de cloche surtout dans la seconde partie de l'expression!

L'une des principales caractéristiques des appels de cet automne, est le fait que la plupart des grandes oeuvres nationales, telles le Victorian Order of Nurses, l'Association nationale des Aveugles, etc., se joindront aux fédérations locales plutôt que d'organiser

des appels séparés. On verra à Toronto, par exemple, le spectacle plutôt rare de 76 oeuvres qui lanceront leur appel au public en même temps. Ce groupe d'oeuvres comprendra les trois fédérations (non-confessionnelle, juive et catholique) l'Armée du Salut, la Ligue de la Santé du Canada, le Y.M.C.A. etc. Les oeuvres fédérées s'attacheront principalement à démontrer, dans leurs appels à la charité publique, l'aspect constructif de toutes leurs entreprises plutôt que le côté purement palliatif. L'affiche nationale représente un garçonnet et une fillette qui regardent l'avenir avec confiance, persuadés qu'ils sont que le combat actuel leur donnera un monde meilleur, un monde qui sera "à la mesure de leur taille". Et comme la jeune génération voit grand, il faudra que ce monde soit grand aussi, grand par la qualité d'hommes qu'il produira, grand dans l'organisation sociale qui le dominera. C'est à cette meilleure organisation de l'univers qu'en définitive visent nos oeuvres. C'est aussi le but que veulent réaliser, à leur manière, nos fédérations d'oeuvres canadiennes.

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National Interpretation for Canadian Community Chests

TO A greater degree than is realized, private social work and the campaigns which finance it, are dependent on skilled publicity to interpret the ideas for which they stand. To present social work as an important, interesting and vital factor in our community and national life, every avenue has to be explored,—pictures and words, both written and spoken.

Again this year, as in previous years, the national interpretation program, conducted on behalf of community welfare appeals by the Chest Division of the Canadian Welfare Council and the Toronto Publicity Committee, has had the assistance of a wide variety of able artists. To them abundant appreciation is due.

The first essentials in the building of a national publicity program for Chest campaigns are the same as for any well-planned advertising effort. Before anything else is begun, a basic theme and slogan must be selected, and, secondly, this slogan or word-picture must be translated into suitable pictorial form through a basic poster design which will carry through all printed material. Early in April of this year a national sub-committee, appointed specifically to decide on the central theme which would pervade Chest publicity this fall, decided on the slogan

**"WORTH FIGHTING FOR—
WORTH GIVING FOR"** as one which was timely in its identification of the efforts which are being made, both on the battle front and on the home front, to preserve and maintain in our democratic communities a way of life consistent with our Canadian concepts of human dignity. This slogan was given to Ernest Sampson the well-known commercial artist of Toronto who created the national poster design which appears on the front cover of this issue. Mr. Sampson sent the Canadian Welfare Council a receipted bill covering the cost of his work, as a donation to the cause of community welfare appeals throughout the country.

This design has been used for 233 billboard posters—which will be shown in eight cities: Edmonton, Halifax, Hamilton, Kingston, Montreal, Ottawa, Toronto, and Winnipeg; for 12,900 window cards and paper posters, size 12"x19" which will be used in fourteen cities; for 2500 window cards, size 22"x28" for one city, and for 1130 inside street car cards. On every item there are gains this year in Canadian distribution: in the 12"x19" window card and poster this increase amounts to over 100%. The Canadian Street Car Advertising Company offered Chest cities for the first time a rate one-half that of their commercial charge, and five cities are taking

advantage of this type of advertising.

The basic poster design has, of course, also been reproduced in the 35 mm. two-minute motion picture trailer, **COMBINED OPERATIONS**. Artists on the staff of the National Film Board, using the medium of the animated cartoon, have produced a convincing contrast of the "horse-and-buggy" days of individual appeals with the well-organized, streamlined Chest campaign, and have clinched the portrayal with actual photographs of typical social agency activities.

The Film Board has supplied the Community Chests of Canada this fall with 125 copies of this motion picture trailer, compared with 80 copies of last year's film, an increase of 56%. Fifteen cities, as against twelve last year, are using the trailer.

As we go to press, six small joint appeals and Children's Aid Society campaigns have been supplied with thirteen used motion picture trailers which were shown by the Chests in other years and returned by them to create a national film lending library for this very purpose.

With the help of Mr. Burt Hall, Manager, Eastern Division, All-Canada Radio Facilities Limited, it was possible to make available to fourteen campaigns an electrical transcription record of ten spot announcements for use on local radio stations. Two Montreal professional actors donated their services and Mr. Berliner, Director of

The Compo Company contributed the twenty-five records.

Complete responses are not in from sponsors of commercial radio programs to whom requests were sent for spot announcements in their September programs. Prospects, however, are good. Already it is known that listeners to Bing Crosby, Bergen and Charlie McCarthy, the Aldrich Family, Alan Young, The Happy Gang, Mart Kenny and numerous other radio favourites will hear the message of the Community Chests of Canada in the middle of their favourite broadcasts during the latter half of September. Before the curtain is rung down on the last campaign, it is anticipated that many other commercial and sustaining programs on the CBC national network will be enrolled as co-operators.

As in previous years, all campaigns were supplied with the official endorsements received from the Governor-General, the Prime Minister, Mr. John Bracken, leader of the Progressive Conservative Party, Mr. M. J. Coldwell, M.P., leader of the Co-operative Commonwealth Federation, and other prominent Canadians. These were effectively used also in the stories sent to the magazines.

Ten national magazines and newspapers agreed to carry editorials or stories in their September issues — *Canadian Business*, *Chatelaine*, *Liberty*, *Maclean's*, *National Home Monthly*, *New World*, *Plant Administration*, *Fi-*

nancial Times, Financial Post and Toronto Saturday Night.

For the first time, the experiment was tried of approaching house magazines and trade journals asking them if they would be willing to carry in their September issues a story about the Canadian community welfare campaigns. They were asked to indicate whether they wanted the story to be prepared by the Community Chest Division of the Canadian Welfare Council or whether they wanted to be supplied with data which their editors or staff writers could use in preparing their own stories. Sixty-three offered to carry articles. Forty-one asked that the Community Chest Division prepare them—varying in length from 100 to 1500 words; and twenty-two asked for basic data. A total of 18,150 words were supplied. The known circulation of these publications totals 207,450: but since figures are not available, giving circulation in many cases, the probable total is undoubtedly around a half million. This does not include house magazines having local circulation. In all cities, the Chests had outstanding success in getting space for their local campaign story. For example, Toronto had a 75% favourable response from the local house magazines which they approached. Material for magazines with a national circulation was supplied by the Canadian Welfare Council's Chest Division.

There is quite a range in the type of audience reached by these

sixty-three magazines. One-third are published by large manufacturing companies whose readers are customers, dealers, employees, prospects and salesmen. Among these are the Canadian General Electric Company, General Motors, International Nickel, International Fibre Board, Canadian Edison, Aluminum Company, Goodyear and Goodrich Rubber Companies. The other two-thirds include the Bell Telephone Company, Canadian Pacific Air Lines, Canadian National Railway, the Royal Bank, two life insurance companies, seven trade journals, the *Educational Record*, published for English-speaking teachers in Quebec, *The Canadian Doctor*, reaching 12,000 physicians, a Finnish magazine published in Sudbury, and *Home Life*, which goes to Wartime Housing's 13,000 tenants.

Only twelve refusals were received, in four of these cases, the reason being that the magazine had been discontinued. Sixty editors did not reply.

Articles were also supplied to the *United Church Observer*, the *Presbyterian Record*, and for the clergy of the Church of England. One thousand words were sent to the Catholic Women's League of Canada for their magazine *Canadian League*.

Summing up the national publicity program for 1943, approximately \$2,000 in actual tangible donations were received in the form of the poster design, the motion picture trailers and the electrical transcription records. If

national and house magazine and street car advertising space, plus donated radio time were added, the contribution to the campaigns would be a considerable figure.

The best techniques and media have been used by the Community Chest Division of the Canadian Welfare Council and all those who have collaborated in telling social

work's story in this time of war, and it has been told to a larger audience than ever before. If even part of these people are given a new understanding of voluntary social work and become related to it as friends and contributors, the purpose of the national interpretation program will have been fulfilled.

Mothers' Allowances in New Brunswick

WELFARE notes with satisfaction the proclamation on August 16th in the province of New Brunswick of its Mothers' Allowance Act which has been on the statute books for the past thirteen years—since 1930.

This is a most worthwhile forward step and leaves Prince Edward Island now the only province without this legislation. Payments to beneficiaries have not yet begun but it is expected that before the end of the fiscal year this Act will be in full operation.

Two developments with respect to the financing of voluntary activities stand out in the first quarter of the twentieth century:

Community Chests—for the concerted collection and planned distribution of current contributions to welfare agencies.

Community Trusts—for the conservation and creative use of endowment funds.

Both had their origins in the spreading consciousness that a community of interest underlies all social services, that philanthropic institutions are not isolated units existing in and for themselves alone but are parts of a larger enterprise whose primary object is effective promotion of the general welfare.

—Frank D. Loomis, Director, Chicago Community Trust, *Survey Graphic*, August, 1943.

The Effect of War on Social Welfare Organization in Australia

THE war has, in Australia as elsewhere, prompted a wealth of activity in regard to the welfare of various categories of persons directly affected by it. A great deal of this is an enthusiasm of the moment and will have no lasting effect: some of it opens the door for peace-time developments.

The category demanding the greatest attention is naturally the servicemen and women and their dependents. Numerous groups have organized to meet their needs in regard to recreation, comforts, legal advice, emergency relief, and almost every aspect of service. The Y.M.C.A., Y.W.C.A., church groups, officers' wives, newspapers, the defence services themselves, and almost every conceivable peacetime organization have organized a welter of activities, backed by patriotic fervour, most of them interested in their own particular effort only, and unwilling to respond to the various attempts at co-ordination which have been made by a few of the more permanent agencies.

Among these groups are two at least which are making permanent

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contributions. The Lord Mayor's Patriotic and War Fund in Sydney has, in addition to its work in distributing comforts, organized a Family Welfare Bureau for the dependents of servicemen. This Bureau, staffed from its inception by social workers, and at the moment advertising for its fourth professional staff member, is the first family agency in Sydney to think in terms of service as well as of relief, and offers to a particular group in the community a service which is badly needed by the community as a whole. It is also experimenting with a housekeeper service, employing one housekeeper to send to the homes where illness or a similar emergency has caused a need of such help. Melbourne and Adelaide have established similar agencies and there, too, they are the first family welfare agencies staffed by trained social workers. The Bureaus are already hoping and planning that their existence may continue after the war in order to serve the civilian population.

The other agency is, as might be expected, the Red Cross Society. The Australian Council has sponsored, and to date four States have organized, the placement in military hospitals of Rehabilitation Officers, whose function it is to deal with social problems in-

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cluding the relief of tedium in the hospital, family worries interfering with medical treatment, and the adjustment of the man about to be discharged from the services to the limitations of his disability. These social workers are an auxiliary to the army. In New South Wales, ten have been appointed to date, and further appointments are hampered by the lack of trained personnel. This development is, of course, in line with the American policy of attaching Red Cross social workers to the army medical units, and Australian workers have been delighted to be able to exchange ideas with these visitors.

The Red Cross has also been conscious that its policy of relief-giving to ex-servicemen of the Great War has resulted in regrettable chronic dependency, and the Society has accordingly undertaken to re-organize this side of its work, making a beginning with the newly discharged men and women, and gradually altering its treatment of those returned men of the last war who are still seeking its help. This Department, now staffed by three social workers, carries on the work started by the Rehabilitation Officers in the hospitals, taking responsibility for the medically unfit when they are discharged. It is planning ahead, realizing that its work will continue to increase for years to come, and that the service it offers will be required for several decades.

Another category of persons is the munition workers. War conditions have emphasized the need

for welfare services in munitions and essential industries. The responsible Commonwealth Government departments are working hard to promote better conditions and services in all factories engaged on government contracts. The New South Wales Government has appointed a Factory Welfare Board, realizing that inspection must be supplemented by education in welfare matters. The Commonwealth has sponsored and financed emergency training courses for welfare officers and for canteen managers, the first group being trained by the Departments of Social Studies of the Universities of Sydney and Melbourne, the second by the Technical Colleges. The welfare officers are given six months training, the curriculum emphasizing social work as the basic requirement. Eight courses have been given to date and approximately one hundred and twenty trainees have been, or are about to be placed, in both government factories and private industry. The policy of the Commonwealth in this regard has aroused a growing demand on the part of private firms.

The industrial situation and in particular the policy of decentralization of industry have created housing problems with which the War Workers' Housing Trust is trying to cope, partly by the building of houses, partly by the use of hostels, some of these being supervised by the Y.W.C.A. This is the first time the Commonwealth Government has acted in

the matter of housing, which has always been considered a State function. State Housing Commissions are working upon plans for post-war building. There is an acute housing shortage, owing to the building restrictions, but the final result may be a planned housing scheme, more comprehensive than could otherwise have been possible.

The care of the children of working mothers has caused a good deal of controversy, Government suggestions in this regard having encountered opposition from those who feel that a mother's first duty is to her home and her children. No figures have been available as many married women have taken employment under their maiden names, apparently frightened to admit their true status. However, the Government has now decided to estimate the demand through the provision of facilities for an experimental period. Existing day nurseries and kindergartens are to be given financial assistance to increase their facilities to offer greater accommodation, twelve-hour service, and supervision for school-age children. If the demand for the increased service is great, the grant will be continued. There is a serious lack of trained personnel in this field, and emergency courses may be necessary.

The third category—at present fortunately not in existence—is the civilian casualties in enemy action. The prospect of air raids or even invasion brought into being the National Emergency

Service, planning for air-raid protection, first aid, fire, demolition, evacuation, etc., and the Civilian Aid Service, planning for "social casualties," mobile canteens, rest centres, clothing and food stores, missing persons bureau, and advice bureaux. All this organization has brought together large numbers of public-spirited volunteers, who are learning to work together for the welfare of the whole. The social workers who actually inspired the Civilian Aid Service in New South Wales have organized various lecture courses in Sydney and its suburbs, seeking to make the volunteers familiar not only with emergency measures, but with the normal social services of the community. Each municipality has a Civilian Aid Committee, and in many of the metropolitan ones—there are fifty-three municipalities in the metropolitan area—a new community feeling has been experienced. From many quarters has come the thought that such community committees should be able to play an important part in planning for the needs of their own district in better times. It has been felt, also, that the Advice Bureaus now functioning to assist with problems of wartime living would be still useful to give direction to persons who lose their way in our maze of community services. These municipal committees, in some instances at least, may well develop into Community Councils.

Recreation is another field in which there is a growing interest. This is partly a natural growth

but partly also due to the activities of the National Fitness Council, a wartime government-financed organization. Physical education is being given new emphasis in the schools. The needs of adolescents have increased the demand for supervised recreation, but the development of playgrounds and community centres has been hindered by the lack of leadership, building restrictions, and the diversion of money to other projects. Some communities have plans ready for immediate implementation at the close of the war. One city has a Community Advisory Council, of which the Mayor is chairman, which, in the two years of its existence, has sponsored a kindergarten, a children's library and craft rooms, and a vacation playground, and which plans extensive developments on community centre lines. Conferences on recreation have been called recently in Sydney by various organizations and the public is showing an increasing awareness that developments should take place in spite of the war.

There is not space to discuss post-war plans or the mass of

legislation through which the Commonwealth is endeavouring to approach "social security." Mention has been made here of only some of the welfare activities into which the needs of the moment have directed us.

These things are the tangible features of the effect of the war on social welfare. Woven through them are the less tangible aspects: the great and increasing activity of large numbers of separated groups in the field of welfare; the awakened interest of a still greater number of people; constant public meetings, discussions, broadcasts, press arguments, demanding thought and planning for welfare. Never before have so many people been thinking, talking, working, for the welfare of themselves and of their fellows. The public at large is awakening to the problems. They need to learn that the welfare of one is inextricably bound up with the welfare of all. They need to be given the leadership which will make this ferment of thought and effort not a passing phase of wartime but an immense force in the more peaceful days ahead.

HENRY STREET'S FIFTIETH ANNIVERSARY

HELEN HALL, Director of Henry Street Settlement, returned to New York recently from Australia. She has been developing service clubs and rest homes for the American Red Cross in the Southwest Pacific. Speaking at the semi-centennial celebration of the Settlement, she said:

"When you are close to where men are fighting and dying, you can't but wonder as you see them going to the front or back from its agony, what that something means to each one for which he gives himself. I am sure you will all agree with me that it doesn't mean dark and ugly homes, or too little milk for their children, or the haunting fear of unemployment. What they are fighting for, in these things and in the things of the spirit, are just what Henry Street has been fighting for, for fifty years."

—*Survey Midmonthly.*

About People

Fred K. Hoehler, well-known by many Canadians, has resigned as Director of the American Public Welfare Association, Chicago, and is succeeded by Howard L. Russell. Mr. Hoehler returns to Europe as Director of the London Office of the Office of Foreign Relief and Rehabilitation Operations.

* * *

Mrs. Carl Birschard, nee Charlotte Tupper, formerly with the Family Welfare Association of Montreal, has joined the staff of the Children's Aid Society of Brant County, Brantford.

* * *

Mr. Walter Wood has been appointed Superintendent of the Children's Aid Society of the County of Parry Sound, and the office of the Society has been moved from Burks Falls to Parry Sound.

* * *

Mr. Keith Armstrong has been appointed Assistant Commissioner of Child Protection for the Province of Saskatchewan. He is a graduate of the Toronto School of Social Work and was formerly Superintendent of the Temiskaming Children's Aid Society.

* * *

The Winnipeg Children's Aid Society has acquired the services of two qualified and experienced social workers from other provinces—Miss Betty White, a graduate of the British Columbia School and formerly court worker with the Vancouver Children's Aid

Society, becomes the Assistant Supervisor of the Protection Department, and Miss Janet Parker, M.A., recently Vocational Guidance worker with the Big Sisters in Toronto, and who has had considerable post-graduate training in child guidance and psychology, and experience in child placing, takes up her duties as Supervisor of the Child Placing Department on October 1st.

* * *

The Manitoba School of Social Work commences its first term with C. E. Smith, Ph.D., formerly of the Faculty of Education, as Director, and Helen Mann, M.A., as Case Work Lecturer and Supervisor of Field Work. Miss Mann was formerly on the staff of the Neighborhood Workers of Toronto.

* * *

Mrs. Ruth Reed, formerly on the staff of the University of Chicago, has been appointed to the Protection Department of the Children's Aid Society of Toronto.

* * *

Miss Margot Greene is leaving Toronto Children's Aid Society and has accepted a position with the Ottawa Y.W.C.A.

* * *

Two interesting appointments to the Women's Services have recently been announced—Miss Norah MacLennan, for a number of years on the staff of the Toronto Children's Aid Society, as Director of Auxiliary Services for the CWAC, and Mrs. Donald Sinclair

who has been active in voluntary work in various social agencies in Toronto for many years, assumes direction of the WRENS with the rank of Lieut. Commander.

* * *

The Reverend Frank McDonald, a graduate of the Catholic School of Social Work, Montreal, has been appointed Executive Director of the Federation of Catholic Charities of Saint John, N.B., which is uniting with other social agencies in the city in the United Services Campaign. It is planned that a Family Bureau will be organized in the near future.

Mrs. Mildred Russell of Saskatoon who has had training and experience in California has joined the staff of the Saskatoon Family Welfare Association. She will be a valuable addition to the small but steadily growing group of social workers in the Province of Saskatchewan.

* * *

Miss Hazeldine S. Bishop has resigned as Secretary of the Montreal Council of Social Agencies and has registered at the Montreal School of Social Work as a full-time student.

WE NEED voluntary organizations not only for the specific services they render, but because of the spirit that invests them as expressions of brotherhood and good will. For in a broad sense the private social agency is a mutual enterprise; doubly blessed in that all who participate, learn to give. Hence they all receive. The thousands of people who serve on committees, and put in hours of unpaid service, no less than those who share in the results, are learning some of the principles of good citizenship.

From another angle, private social agencies are of the essence of free enterprise. Their charter is to maintain freedom—freedom from partisan control and manipulation, from routine and uniformity; freedom to experiment and to pioneer in new fields. In other words, here are instruments of democracy; and it is all the more important for us to examine their sources of support to make sure that in the long run their performance will be at once broadly conceived, sound and flexible.

—Frank D. Loomis, Director, Chicago Community Trust, *Survey Graphic*, August, 1943.

Letters to Canada

A MEMBER of the Canadian Children's Service in Britain describes some of her duties immediately following the recent bombing of her community and the blitzing of billets and foster homes:

"When I got to the road (after a week-end in London) I stopped as though transfixed. There was no need to ask questions. I had to gather my wits and decide what to do. Left my bag at the Friends Settlement and started out to explore. One of the men from a nearby Rest Centre told me of some of the people I knew who were there, including some children from a billet which I had been working on in an effort to remove some evacuees. Before eight at night I had located fourteen children, placed four who were in the Rest Centre in another billet and verified the fact that only one child and the foster mother had lost their lives. It was evident that much of the children's clothes could be salvaged from the ruins but nothing could be done until we located the foster mother's relatives and there were said to be none. In the end we found three brothers and three sisters none of whom could reach here for two days. We did not know the names and addresses of the children's parents as the woman took anyone who came to her door, so locating them was the next step. The following night about five I got a telephone message that a family of eight, with two other

children had to move out of their house on account of an unexploded bomb in the vicinity. I got a place for the family, took the other two children to one of the hostels for the night and then went off to see if another woman would take them next day.

When the relatives of the deceased foster mother arrived, they found that there was no will; had to get legal advice and finally I got permission to go ahead with the children's clothes and effects. It was impossible to sort them amid broken glass and plaster, so I finally got assistance from Miss J. who got permission to use her car and a vacant room in the manse. There we sorted and packed the belongings of eighteen children (there had been eighteen in the billet until a few days before and their clothes were still there). In addition there were some very good toys and some unbroken dishes which the relatives let me have.

What with hunting for children, hunting and interviewing relatives and friends, moving children hither and yon and trying to see other people whom I knew had been left homeless, I was rather at my wits end by Saturday when a W.V.S. worker rushed into my office to announce that an expectant mother was in the town hall, expecting any minute, and would I find a place for her two children. She lived in the hard-hit area, had been left stranded and was in a very nervous state. With

the help of the health visitor I got the children settled for the weekend on condition that I would move them on Monday.

For three weeks I was going pretty much night and day. The homeless who had no friends or

relatives to go to were housed in forty-eight hour billets and it took a bit of time to place them in permanent and temporary accommodation."

EDITOR'S NOTE: — And Canadian social workers grumble about the difficulties of home finding and child placing in wartime!

Book Review

SEX GUIDANCE IN FAMILY LIFE EDUCATION.

In reading a book like this it is impossible for me not to regard it from three points of view:

First, As a doctor it is satisfying to read a book which sets forth its physiological facts in straightforward and simple language. There is nothing which annoys or raises the doctor's eyebrow in this book and at no time does it become too elaborate or too casual.

Second, For years it has been one of my duties to give lectures and lead discussions on sex education with university students and other groups. After reading this book, I realized how far short I had come in relating my topic to the age group and experience of the listeners. The special thing Miss Strain has done is to demonstrate the importance of timing one's guidance to the need of the child or adult as well as understanding the need. In this timing the child's experience is as great a factor as his age. The other great thing she has done is to relate

that knowledge to the person's immediate environment—the family, the school and the community.

Third, As an ordinary lay person I enjoyed reading the book. It is well written and very interesting in its presentation. I have read innumerable books on this topic but never have I read one with such sustained interest and enthusiasm.

One of the finest features is the bibliography at the end which I personally appreciated very much. I recommend this book with great enthusiasm to all mothers as well as school teachers, church workers, and social workers,—in fact, to anyone who has the care of children and young adults and who is always nonplussed and panicky at the very mention of sex guidance. I would go further and suggest that it become a book of reference on any course of study on this subject.

MARION HILLIARD, M.D.

Sex Guidance in Family Life Education
by Frances Bruce Strain. Published by
MacMillan Company of Canada, Ltd.,
Toronto. Price \$2.25.

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